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HOW CAN A BOARD EVALUATE AGENCY PROGRAM?*

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Every Social Agency is concerned with the problem of Board Evaluation of Agency Program. This thoughtful presentation was followed by further discussions which we hope to present in a later issue.

In preparation for this discussion, I talked with two knowledgeable and experienced board members in two different agencies about our subject. One of them said "I don't like the title of the discussion—what do they mean by *evaluate*?" The other commented, "A board cannot evaluate an agency program."

On the basis of the first reaction, I consulted Webster's dictionary. The word "evaluate" is defined as follows: "To ascertain the value or amount of; to appraise carefully."

The focus of this discussion is on the question of board evaluation of agency program in terms of the latter part of Webster's definition—"to appraise carefully." It is generally agreed that a board of a social agency has the responsibility to appraise carefully its agency's program. If we accept this, then my job is to examine the way in which the executive can help the board make this appraisal.

A Redefinition of the Subject

The Program Committee in setting up this roundtable, stated that we were to begin with the assumption that "an evaluation of agency program is a joint responsibility of board and executive." Perhaps if the title had been "How does a board *participate* in the evaluation of an agency program," my two board member friends would have responded in a more positive way.

The fact that the committee instructed the participants to begin on the assumption that evaluation of agency program is a joint undertaking, made possible my accepting the specific assignment which in the words of the committee is, "to delineate the kind of leadership and help the executive can provide to the board in this joint process." In asking me to focus only on the executive's responsibility, the committee made my task a little more difficult. After my first discussion with Mr. Hollander, I felt I had been much more articulate about the things board members should do to qualify for this responsibility than I had been about the executive's duties. But, as I analyzed my statements about the board's responsibility,

I realized that many of my qualifications for the board presumed help from a professional executive.

Thirty-five years ago a social worker or a board member would have thought this presumption downright impertinent, I imagine. I had been thinking about some of the developments that have taken place in our profession which are reflected sharply in the title of this roundtable. As I was reading Frederick Lewis Allen's book, *The Big Change*, I found myself comparing the growth of professional administration in social agencies with a similar growth in American corporations. In one chapter on Corporations, Mr. Allen describes vividly the tremendous shifts that have occurred in our industrial firms during the first half of this century. No longer does the man who established an industry own it and operate it—no longer does an executive board of a corporation manage it. As technical information developed, as corporations grew and became more complicated, they increasingly demanded professional knowledge and drew upon many fields. Today, says Mr. Allen, our corporations are operated by professional management. This is a new term, you will note. Government has put in safeguards so that the public is protected from the manipulation of large sums of money; millions of people have an interest in these corporations through small and large investments. The boards of these concerns represent the public, as well as themselves, and their function is to make policy and promote good public relations. Management is held responsible for production, for the internal operations, and for making profits.

If space permitted, we might make more detailed comparisons, but it will suffice to say that the board of a modern social agency to some extent parallels the board of a corporation.

The Development of Board Member Proficiency

A board of a social agency cannot become an informed, effectively operating group by accident. Neither can it achieve proficiency operating autonomously. To be sure, there are individuals who bring to their jobs as board members, unique and distinct

* Delivered at the Eastern Regional Conference of the CWLA, held at Asbury Park, Feb., 1953.

talents, and there are others who have learned much that is basic about board responsibility through experience on other agency boards. But a board member needs professional help in learning and performing some of his functions equally as do the other members on the social agency team. This is primary, irrespective of the type of evaluation of agency program under consideration.

The Nature of Agency Evaluations

There are roughly two types of evaluations or appraisals of agency program. First there is the continuing evaluation that many have come to believe is essential. The week-by-week, month-by-month process of examining the agency program that is carried on simultaneously at separate levels by all members of the agency is basic in sound agency functioning.

The second type of evaluation (usually more total in its implications and often precipitated by crisis or unrest) is usually the result of one or more of the following: dissatisfaction on the part of some of the board with the administration of the agency, changing community situations that call for a study in relation to current need for a given service, joint evaluation as a part of over-all community planning, or, of problems in financing.

Since I wish to place major emphasis on ways in which an executive can help the board in evaluation of program as an inherent part of his job responsibility, I will not dwell on this over-all type of study. This does not imply that an executive does not carry equal responsibility in providing leadership in this kind of agency evaluation, but often he may find more resistance to his help, particularly if the evaluation occurs as the result of friction or is more or less forced on the agency by an outside financing or planning group.

Executive Leadership

An executive does have an obligation to offer guidance and give greatly needed help in this kind of agency study, however, irrespective of the causative factors. First and foremost he can help the board define the purpose of the proposed study, to examine the areas and questions which concern them, as well as the basic issues. An executive has a responsibility to make known to a board the organizations in a given field that are qualified, on the basis of competence, to make a study. He can point out other questions for them to consider in selecting a study team or an organization to make an evaluation. Some of those questions would be: the degree of participation on the part of the board and the staff in the

evaluation; the methods that will be used in obtaining material on which to base the evaluation. The executive can also help the board in this kind of agency evaluation by providing leadership for the staff so that the staff can keep its balance and present its questions for consideration.

In *most instances* (of course there are exceptions), if a board has had continuing help from its executive in evaluating agency program, the board is unlikely to become confused by an externally initiated study and equally unlikely to take irresponsible action in an evaluation precipitated by friction.

Returning to the board's continuing evaluation of agency program on which the committee wished us to concentrate, I shall try to enunciate some of the ways in which an executive can and should provide leadership and help. A board must itself bring in the qualities and capacities essential for performing its part of an agency job, but it must rely on its executive to present necessary, reliable material for its consideration. It has a right to expect from its executive what Kenneth L. M. Pray called, in his paper, "Community Organization"*—the specific contribution of the social worker. The social worker makes this specific contribution, says Mr. Pray,

"through professional help in the clarification of alternatives and their potential consequences, in the analysis of factors that enter into the choice, and in the evaluation of those elements in relation to the ultimate objective, in terms of available resources, and in the light of a broader specialized experience in dealing with similar problems."

There is no effective or satisfactory way for a board to appraise an agency program on a continuing basis (or for that matter on any basis), if an executive does not realize his responsibility to assist by setting up structure through which evaluation can take place and by helping the board to use that structure. Appraisal cannot take place in a vacuum, and presupposes certain facts.

As Cora Kasius said in an article in *Social Casework Journal*,† "Appraisal implies relating the facts to each other and to existing technical knowledge that can illuminate the problem."

In order for the executive to make the contribution that Mr. Pray defined, to make issues clear, to bring to the board pertinent information in the field or fields of agency service, the executive first must have some knowledge and competency in that field. Therefore, it seems reasonable to suggest that one of the most constructive things that an executive can do in

* Pray, Kenneth L. M. "Social Work in a Revolutionary Age," University of Pa. Press, 1946.

† Kasius, Cora, "Are Social Work Principles Emerging Internationally," *Social Casework*, Jan. 1953, p. 27.

helping a board evaluate agency program, is to be himself thoroughly familiar with his field and to have some competency in it.

Even if an executive is highly knowledgeable in his field, and though he be able to present current pictures and highlight essential materials, he cannot be effective in his assistance to the board unless he has seen to it that the necessary organizational structure has been set up which gives him, the staff, and members of the board channels for communication. Irrespective of the size of a social agency, from the smallest to the largest operation, no executive can give any board as much help as it should have in order to understand thoroughly its agency's program through board meetings alone. In my opinion, it is impossible for a board to be sufficiently informed to make intelligent appraisal of agency program unless the members participate on committees that are purposeful, well defined, and that deal with specific delegated functions. Although my focus is narrowed to comments on ways in which the executive helps the board, I cannot leave this crucial area of committee work without saying that this is perhaps the most effective way in which the board helps the executive. I believe that an agency program is resting on quicksand when an executive does not feel the need for vitally functioning board committees and fails to provide the professional leadership which maintains their purposefulness.

There are many specific areas which reflect an executive's professional leadership to a board in its continuing appraisal of agency program. Some of them are: staff participation in policy-making, staff participation in the professional field, the agency's written material, its manual and publications, professional qualifications of staff, participation in the local council, and many others. These specific points will be discussed later. I have tried here to present the executive's over-all responsibility in assisting the board in its job of appraisal of agency program and to point out the necessity for setting up essential organizational structure for carrying out part of that responsibility.

Executive and Board Cooperation

The following example illustrates a board's continuing evaluation of agency program, its use of the committee framework developed together by board and executive, and the way in which an executive helped a board carry its responsibility of evaluation and policy-making.

In a private child placing agency in a rather large community, the board and the executive were aware that very few children were being placed for adoption by the agency even though there were many indications that babies were being adopted through

other sources. The executive of the agency went to the Orphans' Court and obtained actual figures which gave dramatic proof that independent adoptions in the community outnumbered all agency adoptions three to one. From time to time she discussed this fact and some of its implications with the appropriate committee of the board. The state adoption law was examined and agreement reached on aspects of the law that needed changing. The board worked on that later in cooperation with other agencies.

In the meantime the executive continued to consider the problem and to analyze the agency intake reports. After studying the material available, she presented the situation to the staff. The staff had not been very aware of the over-all community picture, but it had very definite opinions in relation to the individuals concerned.

The staff reviewed the agency policy that required referral of all dependent parents to the public agency for financial certification. It pointed out two things: (1) most unmarried mothers could not bear to share their problems with another agency after discussing their problems with one, and (2) the public agency staff consisted of political appointees who were punitive in their attitude toward the unmarried mothers. The staff was convinced that the current agency policies almost encouraged unmarried mothers to use easier though questionable resources.

The executive went back to the board committee with her additional information and had the intake supervisor present the staff's opinions and concerns. The board committee examined the factual information and the staff's opinions first in relation to its conviction that agency adoptions provided more protection to children and to everyone involved than non-agency adoptions, and it decided it had an obligation to try to prevent adoption placements through unauthorized sources. The committee then requested a study covering a twelve-month period to determine how many applications for adoption placement were received and how many were referred to the public agency for certification. A comparison was made of the number of mothers who continued with the agency on a private basis with the number of continuing applicants who were referred for financial support. The committee analyzed the data obtained and after considerable discussion and weighing of relevant factors, concluded that the current agency program and policies were inadequate for meeting the needs of unmarried mothers, and, that in order for the agency to provide an effective adoption service in that community it must cease requesting public funds for the service and finance it from private funds.

Once the board, through its committee, was presented with the problem, it could consider the staff's opinion, request additional facts, re-examine its own convictions, face the financial problems, and with this much information available make a thoughtful analysis and arrive at a decision founded on something more substantial than simply their feelings or those of the staff. That agency probably could have gone on for a long time providing a very high professional quality of service for a few unmarried mothers and their babies but failing to gear its program to the needs of many individuals and to the community. The board began to evaluate the agency's program in the adoption field only after the executive presented a situation and provided certain information. With the professional help that was needed, the board took over its responsibility and carried out its vital, absolutely essential part of the job.

In order for a board to make intelligent, helpful policy decisions and to appraise its agency program, it must receive continually from its executive, not only facts and figures, but the help that is the specific contribution of the professional social worker in an administrative position.

A social agency board is of necessity about as dependent upon its executive for assistance in evaluating agency program as the board of a corporation is upon management. In the last analysis, a board must rely to a large extent upon its executive's professional knowledge, skills and integrity.

CASEWORK WITH CHILDREN ON PROBLEMS OF GROUP LIVING

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The authors describe how the caseworker in the institutional setting can work creatively to help the child adjust to his placement and take the initiative in resolving his own problems.

THIS paper is concerned, as its title indicates, with only one segment of the caseworker's total role in the child care institution. It would be well, therefore, to describe briefly this total role so that this segment can be seen in proper proportion.

The caseworker in an institution has a twofold role: determining, in interviews with the parents and child, whether the institution can give the child the care he needs, and helping with problems of adjustment in the institution.

In most cases placement is undertaken because of a breakup of the family due to death, desertion, or protracted hospitalization of one parent. However, disturbance in the parent-child relationship may be an important underlying problem. For example, a mother or father who has not taken direct care of the child for many years may be in conflict about taking on such responsibility at some point in the future, may have rejecting feelings toward the child, and may have a deep sense of parental inadequacy. With such parents, the caseworker has a twofold approach—working with them in respect to their deeper feelings about themselves as the child's parents and about their relationship with him; and on the reality factors of rebuilding the family.

In cases where placement is undertaken despite the fact that the family is intact, the problem is more definitely that of a profound disturbance in the parent-child relationship, with attendant symptoms of behavior disorder and neurotic conflict in the child. Referrals by child guidance clinics, when they reach the conclusion that separation of the child from the family may be an essential precondition for effective

treatment, are an example of this. Here again the caseworker's central function in such cases is to work with the parents and the child on the problems that exist between them, toward the objective of the child's living with the family on a sounder basis than before. One can readily see how, both with the family that is intact and with the broken family, the caseworker must give as much emphasis to the work with the parents as to the work with the child—in certain instances, more. When the problem of the parents of the child in placement lends itself to referral to a family agency, this, of course, must be done, and an integrated working relationship is developed by the two agencies.

Temporary Institutional Placement Necessary

There is also a group of children for whom return to their family is not possible. The parents may not be living; they may have completely deserted the child; or they may be ill beyond the possibility of recovery and rehabilitation, e.g., in state mental hospitals. Some of these children eventually may go to foster homes, but institutional placement is necessary, at least for a short period of time, because severe emotional disturbance of the child precluded foster home placement or prevented successful adjustment when this was tried. In such cases, the purpose of placement is to help the child with his problems of emotional disturbance, with transfer to a foster home as a goal. There are certain children in institutional placement, mainly older adolescents, who are not suited for foster home living because they do not wish to have close relationships with substitute parental persons. They usually need continued group living in a small institutional setting situated in the city itself, where they would have to carry a greater degree of responsibility for themselves until they are ready to live independently. The casework focus would then be upon helping them achieve

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readiness for transfer to such smaller and different group living situations, and concomitantly upon helping them prepare for ultimate independence.

In light of the problems just touched upon, it is not surprising that a large proportion of the children are in need of psychiatric observation, diagnosis and treatment. The caseworker has the responsible role of making referrals to the psychiatric staff members and of working closely with them during the course of psychiatric treatment.

The help to the child in adjusting to and benefiting from the group living experience extends over an average period of two years,* often a crucial period of the child's life—as, for example, the very young child who needs a substitute parental relationship, or the child entering adolescence. The new environment contains many elements and forces potentially helpful to the child with respect to problems of emotional disturbance seen during the intake study and upon admission, and to problems peculiar to the normal growth process. For example, there are opportunities for the child to have individualized relationships with cottage parents and activities workers, to learn to live together with other children, and to play with and make friends with them. He learns to participate in various recreational activities, widening his span of interests, gaining new skills, developing in muscular coordination. He learns to apply himself more fully to his school work, and to adjust to limitations and negative factors inherent in institution living—which may have carry-over significance as the child subsequently adapts himself to adverse circumstances in the family situation and the surrounding community. Working directly with the child, and with the resident staff, may make it possible for the caseworker to contribute to harnessing these elements and forces in the child's behalf.

Child Needs To Accept Separation

There is a real connection between the caseworker's efforts in this regard and the placement problems and the casework objectives. Fundamental to a child's benefiting from placement is his coming to accept the need of separation from the family. The child who does not achieve this will not permit himself to become a part of his new life situation. In certain instances, few in number, placement has to be terminated because of the child's strong, protracted rebellion against the separation. However, we usually find at least a small degree of acceptance. This can become more extensive and profound as the child finds satisfactions in the institution—a development which

*This figure is based on the average length of stay of children discharged from Pleasantville Cottage School during the past five years.

is an important supplement to the caseworker's support of and discussion with the child in helping him understand and accept the separation.

Because there is an interaction and an interrelationship between the help the child gets in the casework and psychiatric sphere on one hand, and the help he gets from the cottage parents and the group living experience on the other, the caseworker of necessity must bridge the two areas. The changes that take place in the child through this process enable the caseworker better to work with the family and the child on such basic questions as the child's ability and readiness to live at home again, to live in a foster home, or to prepare for an independent way of life. The following case may serve as an illustration.

Sol was placed at the age of 11 years, on referral by a protective agency associated with the Children's Court, and has been with us one year thus far. Although it was revealed that the mother was beating the boy cruelly, court action was not taken when the parents agreed to voluntary placement. Sol had been reacting to a destructive home atmosphere by wandering away from home, stealing from his parents, soiling himself, daydreaming and truanting from school. The mother had been so emotionally deprived herself that the idea of treating Sol with any affection was almost beyond her. The father, a passive, ineffectual person, found himself unable to cope with the mother's severe treatment of the child. As a result of the intake process, the parents began to gain insight into their part in the problem and were interested in casework help from the under-care worker.

Sol had a great deal of difficulty in adjusting to group living. This was partly a continuation of his behavior pattern at home and in the community, but it was also his way of reacting to the separation from his parents and the rejection this implied. He was not able to talk about these feelings at all in the casework relationship until after he had been here for about six months. It was possible, however, to focus with him on the reality problems of adjustment uppermost in his mind and on which it was easiest for him to express his thoughts and feelings. Sol's difficulty in the group living situation lay not in aggressive behavior, but in his relating to the other children in such a way that he actually provoked their teasing him, hitting him, breaking his glasses, stealing his clothing, etc.

The child's difficulties in the group living situation were principally manifestations of immature ego development, although the existence of the symptom of soiling was indicative of some neurotic conflict. He was reacting to a long history of rejection on the part of the parents, inadequate upbringing in the home, and especially to the immediate pain of separation. Some children so deeply troubled have been referred to one of the staff psychiatrists, but because the initial observations in this case carried strong indication that Sol might not need psychiatric treatment, it was decided to extend the period of observation by the caseworker. When progress became further apparent, it was decided not to make a referral.

Despite the fact that the child must have regarded placement as rejection and punishment by the parents for his past behavior, and that he longed in-

wardly to return home, he did accept placement to a partial extent, so that it was possible for the worker to begin to help him.

Sol became attached to me from the very beginning and this developed into a deeper relationship in which the boy increasingly gained trust and confidence in me. An attempt was made to discuss with Sol his view of why the children were treating him in this way, but at first Sol could not share this with me. Instead, he used the interviews to pour out his feelings and grievances against the other children. In the meantime he took a great deal of interest in my personal appearance and would ask many questions about me. I noticed that from the very beginning Sol frequently asked for my opinion on various matters and that whenever this was given he would listen very intently. Sol also wanted me to know about his positive achievements in his activities and school work.

After my relationship with Sol was more firmly established, I directly stated that I knew that he was partly responsible for the hostility the other children seemed to have toward him. Sol was then able to admit that there were certain things he had been doing which the other children did not like—his lack of cleanliness, his butting into their affairs, his habit of waking early in the morning and disturbing their sleep. He was able to see the need for change on his part. In addition, I discussed with him the fact that he was not reaching out to the children in order to make friends with them. In this connection, Sol believed that they took advantage of him because he did not hit back and therefore thought he was weak. I pointed out that he was not weak, for I had seen him wrestle; that he was strongly built and certainly could defend himself; and that it was just a matter of his trying. Sol took a great deal of encouragement from this.

As reported by the cottage parents and by Sol himself, the child had considerable difficulty in adjusting to other aspects of group living. He had a very poor sense of time and was often late for meals. It was not that he could not tell time, but rather that the several bugle calls that sounded during the day were confusing to him. Sol did not carry out well the small responsibilities that the children in the cottage democratically share in order to make the cottage as clean and comfortable as possible. He did not take showers as the other boys did. In the activities program, he would flit from one activity to another without becoming engrossed in any one. Sol's shortcomings in such matters as these contributed to his poor relationships with the other children because they took notice of this and would become more antagonistic to him as a result.

The Caseworker's Help to the Child

I discussed these aspects of group living with Sol. Within the first few weeks, I explained to him the meaning of each bugle call and reviewed this with him several times, making a game of it. With respect to his cottage responsibilities, I explained what following through on a job meant and supported the cottage parents' plan to have him spend extra time learning his specific duties. Sol was quite impressed when I discussed the hygienic values of keeping his body clean. I encouraged him to concentrate on just a few activities. He was able to discuss his soiling, too, and he wanted to try to overcome this. The way in which I worked with him on this problem was by gently encouraging this conscious striving and by fully accepting him despite the soiling, especially when progress stopped temporarily and he felt discouraged.

Sol made marked progress with all the problems of group living just described. Within the first four months he gained a much-improved sense of time; he began taking showers regularly; he learned to do his cottage work satisfactorily; and he concentrated on newspaper and dramatics, even getting an important part in a

new play. Within six months, he gained acceptance from the other children by virtue of the fact that he gave up those traits which irritated them, that he learned to fight back in self-defense, and that he reached out with positive feeling to them. His soiling stopped completely at the end of nine months. What is significant is that Sol wanted to work on all these problems with my help and that he shared his feelings fully with me on them—his questions, doubts and fears, his pleasure with accomplishment.

Cottage Parents Work with Caseworker

Although my relationship and work with the boy on these problems was a big factor in his progress, the contribution of his cottage parents was also a major one. His cottage parents and I worked closely together throughout. At the outset, my interpreting the problems to them helped them to absorb with patience and flexibility the difficult behavior he presented in the group. I shared fully with them the discussions I was having with Sol on his problems of adjustment and they in turn helped the child apply in practice the understanding he was gaining. Finally, the positive and accepting feeling they developed for Sol was also a source of encouragement for him to want to change.

The casework relationship, with its strong element of identification, was one of the principal dynamic forces that enabled the child to achieve a higher level of ego integration and thereby a better adjustment in his life situation.

The casework relationship and process with children actually has its beginning in the pre-admission interview. The caseworker is the first person connected with the institution that the child comes to know. Moreover, the child is helped to understand that the caseworker is the one staff member with whom he can discuss whatever problems are on his mind in relation to his family and the new placement situation. In other words, the worker-child relationship becomes the most individualized one that the child experiences in institutional placement. Also the child sees the caseworker as a link with his family, as the person who can perhaps help the most to bring about a reunion. This makes the caseworker very important to the child.

Relationship Helps Child To Take Initiative

In the case of Sol, as the relationship was started and developed, he came to like the worker very much in response to the latter's warm interest and regard for him. It is possible that the child identified with him as a parental figure in view of the fact that his own parents had not been fully meeting his needs for parental relationships. Sometimes the child brought to the worker a particular problem he was having in his adjustment. Sometimes the worker brought such a problem to him directly as a result of conferences

with the cottage parents and other resident staff members. In either case, the worker would try creatively to help the child take some initiative and responsibility for working on the problem. It is primarily for this reason that the child had a feeling of accomplishment whenever he would happily report progress to the worker. At times it would, of course, be necessary for the worker to give advice, but in the main his role was to support and encourage the child in the latter's own independent effort and to give him recognition for concrete achievement. The close coordination with the cottage parents was a vital factor in the helping process.

It took Sol six months before he could bring out his feelings about separation from his parents. He then revealed that he had been homesick from the very beginning. He did not know why he had not been able to tell me about this before. Sol was very defensive about his parents and projected the cause of his placement on his doing poorly in the city school and truanting. Although the boy must have had some deeply repressed feelings of being rejected and punished, I purposefully did not press to get at these because the repression of these feelings underpinned defenses that might have been dangerous to break down. In other words, Sol needed strongly to believe that his mother cared for him.

In the work with the mother—a person of limited intelligence—I found some positive feeling toward the boy upon which I could build. Gradually she changed in her attitude and in her treatment of her son. The progress he was making independently of her, which she was very pleased to see, helped her considerably in being able to feel more warm and positive toward him.

I worked with the father on the problem of his taking a more active interest in Sol and trying to build up his relationship with the boy. The father began to put a lot of himself into the visits with Sol at the institution, when he came home, for the monthly weekend visit, and for the longer holiday and vacation periods. The mother, too, made use of these opportunities to test her ability to relate differently to Sol in accordance with the discussions she was having with me. The entire situation was therefore proceeding in the direction of Sol's returning to his family.

That this child was not able at the very beginning to bring out his hurt feeling about separation is not unusual in casework with children. Many of them find it hard to discuss problems relating to the need of placement away from their own families. Initially the worker tries to help the child express himself in this vital area and some children do respond to this shortly after the casework relationship has begun. It is generally true that the child has many difficulties, questions and anxieties about his new experiences in placement about which he can express himself freely with the worker. Consequently, this is often the central theme in the beginning of the casework interviews upon which the relationship takes root and grows. In accordance with the child's readiness, the worker will then endeavor to help the child see the connection between the problems he is being presented with in the placement environment and the problems presented at home which made it difficult

for him to live there. Even if there should not be such a definite connection, the very fact that the relationship becomes stronger as the child gains confidence in the worker, will enable him to reveal sooner or later some of the deeper feelings and conflicts he has and to deal with them through the casework process.

In conclusion, the caseworker must work together with other staff members—the psychiatrist, the cottage parents, the activities workers, and others who are important to the child. Each has a distinctive responsibility in sharing service in behalf of the child that helps him toward certain goals. The need for a coordinated working relationship between caseworker and psychiatrist has long been accepted. It is equally important to have a coordinated working relationship between the caseworker and the cottage parents, who have the decisive role in the group living process. This means that in the setting of the child care institution the team approach is essential.

PAMPHLET ON TRENDS IN FOSTER CARE ISSUED

THE New York State Department of Social Welfare has recently released a pamphlet, "Children in Foster Care in New York State, 1939-1951," analyzing trends in foster care over this 12-year period. The Child Welfare League would be interested in hearing from other State Departments of Welfare which have made similar studies showing trends in foster care.

The following points brought out in the New York State Department's analysis will be of general interest:

1. There was a decrease of 16.6 per cent in the number of children under foster care between 1939-1951. The drop in New York City was considerably larger than in upstate New York.
2. There was an increasing share of public responsibility during this period, i.e.:
Private agencies cared for 61.5 per cent as many children in 1951 as in 1939.
Nine-tenths of all children under foster care are cared for at public expense. In upper New York State most of the children cared for at public expense are under care of private agencies.
Two-thirds of all the 42,125 children under foster care in New York State are under the direct care of private agencies. This included three-fifths of all the public charges.
3. Type of care
The proportion of children in foster homes had increased during this period. 57.4 per cent of all children under foster care were in foster family homes.
Of the children maintained at private agency expense, the majority were in institutions.
In New York City less than one-half of all the children under foster care were in foster family homes.
In upper New York State two-thirds of all children under foster care were in foster family homes.
4. Parental status
The majority of the children had both parents living. 1.4 per cent were full orphans and 12.5 per cent had lost one parent.

EDITORIAL COMMENTS

Spencer Crookes

Spencer Crookes became the State Director of the Washington Children's Home Society on March 1.

I FEEL that we cannot let this number of CHILD WELFARE go to press without some expression of appreciation on the part of the Board of Directors of the League on the magnificent service that Spencer Crookes has given as director of the League.

He has been able to attract to the staff and to fire with his own enthusiasm a group who have won the respect and confidence of the whole field of child welfare, and particularly of the members of the League. Under his direction the League has, I believe, grown immeasurably in stature and capacity to serve.

His unfailing tact and cheerful good humor have won for him the affection of all the members of the Board and I believe of everybody he has worked for and with. His energies and devotion have been given unstintingly and far beyond the call of duty. Time and again he has had crises to meet and has never been too exhausted to meet the need. Behind his ability to work with adults has been his real devotion and understanding of children, which I am sure have been invaluable to him in his contacts with specific situations.

We shall feel his loss very keenly, and I know that I speak for members of the League as well as for every member of the Board in assuring him of our affection and wishing him the best of luck and happiness in taking over the direction of one of our member organizations.

We are very grateful that he has promised that his counsel and help will be available to us at all times, and I know that he joins me in soliciting from all child welfare organizations, the same kind of cooperation for his successor that he himself has had.

MARSHALL FIELD

President, Child Welfare League of America

Some Problems in Day Care

AT a time when more women are employed than ever before in history and when more young children are needing the supplemental care and guidance of a day care center during the hours their mothers are working, we are finding a significant decrease in enrollment in some day care centers. This is not occurring in centers all over the country, but in enough major cities where there is a high incidence of employment of women to alert us to giving careful consideration to this situation. The vacancies are found

in well-established, community-supported day care centers which offer a high quality of care.

Because of such vacancies community chest and council personnel are beginning to question whether community-supported day care centers are necessary. To accept the premise that vacancies indicate lack of need without further investigation is untenable. One of the factors observed is a coincidental increase of commercially-operated day care centers. In states where day care centers must be licensed and where there is sufficient staff to implement properly the licensing regulation, statistics show the extent of the steady increase in the number of commercial day care services. Where no license in law is in operation, or where it is inadequately administered, no reliable figures are available, but newspaper ads and word of mouth reports indicate increase in commercially operated day care facilities.

Some may be of the opinion that the law of supply and demand will take care of substandard programs; that parents should be relied upon to choose whatever service they wish to use. This implies that parents can somehow discover the inadequacies of a day care program and withdraw their children, thereby forcing the poor programs out of business. Experience, however, does not support this premise. It took the New York City Department of Health, which administers the licensing provision, several years to put out of existence day care centers which were harmful to the children and which parents, because of lack of technical knowledge, were unable to evaluate. Understandably their choice is often made on the basis of accessibility to either home or work; or because transportation is provided which relieves parents of an additional burden.

Because so many of the nation's children are now being cared for during the greatest part of their waking hours by someone other than their own mothers, we have a particular responsibility to make sure that each child is receiving the care he needs. The presence in a community of a good day care program is in and of itself not sufficient to assure all children who need it the benefits of such good care. One of the ways of doing that is through licensing regulations administered on the basis of the quality of service which the center must provide. It cannot be held that any person who wishes to go into "the day care business" be permitted to do so regardless of how children will be affected.

To assure children good day care, licensing regulations must apply to both community-sponsored and commercial services. Furthermore it is important to interpret to parents what good care is and how to find it, so that they may develop discriminating judgment.

DOROTHY H. BEERS

A STAFF EXAMINATION OF RECORDING SKILL: PART II

Kathryn Bork*

Case Supervisor
Mental Hygiene Clinic
Veterans Administration
Philadelphia, Pa.

This concludes an article begun in the February issue, describing how an agency improved its recording through a series of group discussions.

DURING the third meeting everyone presented a paragraph of her own recording which dealt with factual information. For many the experience of sharing their own case material for group analysis was not a new one; for a few it was. To be a part of this process was one of the most satisfying experiences I have ever had. It was obviously extremely difficult for some to share their work with a group. It was interesting to find this threatened not only the more inexperienced worker, but also the person with years of Home Service experience and some of those with professional training. Perhaps the professionally trained worker felt risk because she knows that something very different is expected from her. In reviewing our work, I feel deep respect for the way the staff was able to examine their own recordings. They made themselves responsible for being direct, frank and honest with negative criticism, but they were just as direct and spontaneous with their support. Throughout, there was respect for each other and I believe it came as a surprise to some of the new members of staff to realize the experienced workers were also able to learn something new. At first almost everyone had to be very positive about this experience. They said, "It is fine to be discussing our own material." Then someone said, "It is harder to do." Finally one person summed up the whole process vividly in her own words, "You risk more, but you get more."

The two paragraphs from case material used in the fourth meeting had to do with the client's feelings about having a new worker and were taken from professional literature. In preparing for the meeting I wanted material which dealt with the client's feelings and behavior concerning a similar situation, but dictated in contrasting styles. As I was unable to find the desired illustrations from our own records, I was fortunate in finding these particular examples, since the situation is one which occurs in every agency regardless of function. One of the paragraphs was a verbatim recording of the interview; the other was a brief, extremely skillful account of the process of the interview. Both represented fine casework.

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This meeting seemed to be especially vital and exciting, almost a climax, for each group. I think there may have been several reasons: the thinking about possible ways to record feeling content was not so easy to crystallize as factual information had been; the material used was more challenging because one paragraph was so skillfully done that it was difficult to "get hold of." Perhaps more significant was the fact that by this time every group had gone beyond the need to struggle against recording change and was wholly and intensely a part of it.

I asked groups to consider two main questions: "Is chronological recording process recording?", and "Can we find a way to indicate attitudes, behavior, feeling tones and interrelationships other than by a verbatim account?" The first was answered in various ways by each group. Each defined what she meant by the "process of an interview." One group came to the conclusion that there "is no such thing as process recording, only recording of process." The case material served as concrete illustrations of the difference between recording in chronological detail and recording with selectivity.

Ways of Getting Across the Feel of an Interview

Concerning the second question, many suggestions were made for methods of indicating the feel and movement of an interview other than by chronological narrative. Highlights of our thinking included: use of brief illustrations of client's behavior rather than repetitious description of that behavior at each point where it is evident; description of feeling tones at various parts of interview, indicating spots at which it changes; development of the principle of letting "a part carry the whole," with awareness of significance and selectivity.

The extreme thoughtfulness of the discussants during this session is not reflected fully in the above conclusions. Perhaps a few comments of the workers taken from my notes will help to show some of the process, the struggle and the enthusiasm of the actual discussion.

"Our problem in recording is what we do not do between interview and dictation."

Concerning illustration No. 1:

"The worker did not say much about how *she* saw the problem. She put in everything."

"There is a big step between being aware of what happened and recording what happened in sequence."

"Recording reflects how much responsibility the worker takes for what happens in the interview."

Concerning illustration No. 2:

"The worker summarizes, analyzes and interprets."

Every group agreed that although the record was very brief, "the worker recognized more about the client's feelings" than had the worker in the more lengthy recording.

"The recording shows problem and activity."

The fifth meeting had less uniformity than had the others. The first group considered parts of social history reports. The participants thought this did not have too much value because "reports go outside agency; recording stays here," and that writing of reports is a subject in itself, with ample content to furnish material for another discussion series. Use of these reports was not repeated with other groups. Two groups spent half their meeting discussing examples of ending paragraphs of an interview and the fourth group studied examples of various styles of recording. The second half of these meetings was used to analyze paragraphs submitted prior to the meeting by workers from their own records. Each worker chose an excerpt in which she had used some principle of recording skill which we had discussed. While some of the discussion centered on use of words, paragraphing and organization, many interesting problems were raised, such as note-taking during an interview; the worker's choice of words in interpretation of counseling service; the use of a definite hour when a client can reach worker by phone and the meaning this can have to client; the validity and purpose of using the client's own words in quotes in the record.

Analysis of Own Work Lively

The first half of the last meeting was spent in discussion of case material from each participant. Workers had been asked to submit material which illustrated any phase of the discussion series which had particular importance to them. Each person evaluated her own recording, sharing with the group what she liked about it and what she questioned. Groups became increasingly free in their willingness and ability to be direct and objective in analysis of one another's work, and these were lively discussions. By this time there were as many comments about dictation being too brief and losing feeling tone as there were about recording being too lengthy. This tendency to over-shorten recording seemed to me to indicate a normal pattern of learning. The second half of the last meeting was devoted to an evaluation of the six weeks' endeavor. I should like to include here a

number of the most pertinent points stressed by workers, whenever possible in their own expressions, which are much more vivid than any of my own choosing could possibly be:

Almost all workers said dictation was at present taking more time because of the thoughtfulness they were putting into it. Some were trying to do something different in their total recording practice; others found this too much to attempt and were finding their own ways to partialize. For example: One worker was concentrating on recording of first paragraphs and factual information. She was pleased to find the techniques she used consciously in these areas were unconsciously "popping into the rest" of her dictation. Another person was concentrating on avoidance of superfluous words; another was making special effort to prepare carefully for dictation.

"The 'course' stimulated my thinking, making me more critical and analytical of content and style in my recording. This has led me to a healthy scrutiny of and dissatisfaction with past endeavors. . . ."

"The value of these meetings has been that they put in ideas—inspiration. . . ."

A professionally trained worker with some years' experience, who had always tried to "cover everything" said: "The discussion has relieved my pressure to try to do verbatim recording."

One worker had said in an earlier meeting that she was doing her "worst recording; it is painful, it hurts." She now spoke about having a feeling of "knowing where I'm going." As a new worker she had read all types of recording, "was confused, floating." "Now there is something comfortable, even though recording is still a painful struggle."

Another submitted a written comment, part of which said: "It follows, of course, that I have been helped to pin-point some of my weaknesses and am acutely aware of them in my day-by-day recording. The struggle to work out my difficulties cannot be compared to the former struggle of trying to recognize them."

Without exception, each group asked if plans had been made for another series of meetings on the same subject. Workers thought we had made a beginning in examining our recording practice and developing clear-cut, basic principles, but they also felt the need to continue our efforts toward more [integration of thinking and doing.

My own conviction was that, while these meetings had been stimulating, the real test of their value would be felt later if dictation gradually became easier and recording became more concise, more enjoyable, yet more meaningful. I hoped no one would be surprised or discouraged if this did not happen quickly or easily.

Application To Practice Varied

A striking difference in the four groups was the way in which they started to apply our thinking directly to their individual practice. There seemed to be a clear relationship between the impact of this acceptance of the need to change habits and their feeling against the need to be a part of the process. The first group moved very quickly into wanting to improve their recording and came to the second

meeting eager to tell about experiences since the previous meeting. They had found dictation more difficult and more time-consuming because of their thoughtfulness. They also spoke about having a new awareness of words, not only their own, but in all the records they read. It was this same group which challenged the need and purpose of the recording study. By the third week they wanted to have nothing to do with any of it. They started the meeting sitting back in their chairs, only half facing me, with every indication of keeping all thought of recording as far away as possible. One person asked why we were doing this. Her recording seemed "pretty good;" she was "satisfied with it as it is and why try to change?" Other groups were less unified and less direct with their reactions. Considerable encouragement was needed from me to help some of the participants express any negative feeling, and one group seemed to have almost too much need to tell me repeatedly how fine the meetings were. There was some real basis for this, since the group included several persons who had not been a part of as many group activities as had the majority of the staff, but I believe some of the enthusiasm was their way of expressing rejection of the changes which were being asked of them.

As the last meeting of the fourth group was held in June, 1951, there has been time to observe results and draw some conclusions. In retrospect it seems we accomplished an amazing amount of work in a short period. I believe two factors contributed to make this possible: first, very careful preparation and organization preceded the series; second, regardless of the distress and uncertainties workers experienced during the learning process, they were ready to examine their recording habits as there had been concern for some time about recording, and they brought to these meetings the enthusiasm, the earnestness, and the intentness which must be a part of the will to learn.

Continuing Enthusiasm Among Workers

Now that six months have passed since the end of the series, recording continues to be an "alive" subject among the workers. Intake workers frequently ask if one of their cases has been assigned to my staff; if so, would I be sure to read it because they believe it reflects a step forward in their recording skill. Other supervisors tell me their workers continue to improve their skill through constant effort. Not every worker on the staff has continued to be intensely interested in improving her recording skill, but I know a good number have continued not only to be interested, but excited about recording and the changes they see in

their practice. Very recently one worker, who during an early meeting had expressed complete rejection of the entire recording effort, brought a record to conference which was extremely well dictated. In discussing her dictation, she expressed satisfaction, but added it had taken her a year to develop this skill. Her recording in general is briefer, and she is now dictating the most intensive interview much more concisely than she had formerly been able to. With surprise she said she now enjoys reviewing her records; at one time it had been a chore to re-read them. More important, perhaps, is the fact that her casework practice stands forth with a new clarity. Part of this clarity is undoubtedly normal development of casework skill; part, I believe, is due to the fact that the activity of the interview is sharply revealed rather than being smothered in a confusion of words. Another worker has developed her recording skill far beyond the area of our discussions. She, also, speaks of the long time it has taken her to reach this point.

One of the very valuable parts of the process was the time spent in the last meeting in evaluating what we had accomplished. From the workers' own comments I find confirmation that we fulfilled our aim to make this a creative effort and to encourage each person to use for herself that which had personal meaning. An analysis of these comments shows a range from deleting repetitive words to a new concept of recording on a highly skillful level.

Throughout the series there was full recognition by workers that one reason for too detailed chronological recording is that it is difficult for anyone to dictate a short, well-organized record until she can dictate a long, detailed one, which implies need for a background of experience and learning. On the other hand, experience has taught us the trained worker tends to be extremely wordy. Too often this seems as true of the worker with several years' experience beyond professional training as it is of the recent graduate. The reasons are completely understandable, and it seems to me agencies should be prepared to take as much responsibility for training in recording standards for the professionally trained worker as for the worker without training. Even the worker who has had courses in recording as a part of professional training seems to go through a period of experimenting and searching for her own skill when coming to an agency. This, too, is understandable because all recording must be closely related to the function of the individual agency. My own experience immediately following training and my experience supervising recent graduates has given me strong conviction that this is a vital period of crystallizing practice and defining a professional self in the true meaning of the term. Responsibility for development of recording

skill as it relates to the agency and to day-by-day work, must be placed squarely on the agency and on the worker in the agency regardless of her individual growth.

Contributions By Both New and Experienced Workers

Some of the differences among individual workers in the groups were extremely interesting and illustrate the value of the experience regardless of the individual's stage of development. One group included several workers with some years' experience beyond training and a few workers who were both fairly new to the agency and to social work. While this created some problem in finding a common basis of understanding, I had the feeling that each learned from the other to a surprising extent. Sometimes this "imbalance" resulted in extremely spirited discussions. When we talked about the possible significance of use of color and lipstick, for example, the most inexperienced worker was positive there was no meaning to any of it: "The client probably just remembered to wear lipstick," or "A man wears the first tie he happens to grab!" It was during this sort of discussion that the experienced workers offered opinions with real thoughtfulness and with an air of caution. One skilled person expressed her thinking in this way, "Clients put on color to say something; if we do not 'listen' to what is being said, we do not hear." It was, however, an inexperienced worker who made a fine contribution to the total experience by becoming the champion of the short, well-organized paragraph. She found the long, unbroken paragraph which workers sometimes fall into the habit of dictating very difficult to grasp. During the entire six meetings, she questioned every recording excerpt which was poorly or incorrectly paragraphed. While this may seem a simple and obvious point, I believe it has had definite results in bettering our records. Because of this worker's insistence, a consciousness of paragraphing has grown in staff. I am very aware of reading fewer long, involved paragraphs in records than a year ago, and I do not believe this is simply an improvement in grammatical construction. Because of last year's experience, I am convinced that acceptance of personal responsibility for even the most elementary organization of recording material must inevitably lead to the worker's increased awareness and analysis of the interview she has dictated.

Regardless of how stimulating a recording experience such as I have tried to describe has been, I think three more vital factors must be a reality if a staff is to develop lasting gains in recording. First is administrative responsibility for making gradual development of recording skill an agency expectancy. Sec-

ond is administrative awareness of the possibility of regression in recording skill by a few individuals and supervisory willingness to accept the possibility and work with it so that the regression is only temporary. Third is the continuance of training to stimulate further both interest and learning. Recording must be kept a "live" subject for all the staff if either agency or individual worker is to realize its ultimate objectives. In our agency, administration has accepted its responsibility through the appointment of a committee charged with responsibility to formulate standards of recording. As I write this, the committee is completing its assignment and recommendations for administrative consideration. We have based the standards directly on the experiences of the recording series. The committee believes its recommendations are extremely sound in that we have used a "sliding scale" of expectancy of skill from the least experienced to the most experienced and skillful worker. We think the less experienced worker should not be threatened by being expected to produce work beyond her development; nor should the professionally trained worker feel frustrated through lack of challenge and stimulation from standards requiring a truly creative use of her skills.

I have very strong conviction about the need for continued training efforts. A year's experience in learning is not enough and the findings in our agency in this respect seem very similar to those described by Miss Munro in her recent article.* Any agency which undertakes the sort of program which aims at a change in its recording habits must, I believe, be prepared to sustain it over a substantial period of time. We are now preparing for this year's in-service training program. The first activity will be the repetition of the recording series described in this paper for a fifth group to include all workers who have joined the staff since the organization of the fourth group. My hope is that a second discussion series focusing on a different phase of recording, possibly the interrelationship between casework and recording, will soon be under way. We have taken only the first step in development of recording skill; the second step is still before us.

New League Provisional

Division of Child Welfare
Iowa State Department of Social Welfare
State Office Building
Des Moines 19, Iowa
Ross T. Wilbur, Director

* Marguerite Munro, "Modern Casework Recording," *Social Work Journal*, Oct. 1951.

READERS' FORUM

The Function of a Case Committee

Dear Editor:

What is current thinking on the functions of a Case Committee of the Board of Directors? How does the professional staff work with such a committee? There is still some feeling of dissatisfaction among board members that the service operations of the agency are "more or less a closed book" to them. Most are agreed that the practice of involving board members, individually or as a group, in the supervision of administration or of the casework practice, is inconsistent with professional service. Yet how can a board perform its task of developing appropriate policies and of interpreting the agency's service, if the operation of the agency is a closed book?

Tentatively we have arrived at the following definition of responsibility and the method of operation of the newly created case committee:

"Such a committee is of central importance since through it the Board could become informed about and be placed in a position to gain valid judgments concerning the work of an agency.

"The activity of this committee might include the following:

"To review periodically the nature of the inquiries or requests for service coming to the agency; whether or not specific types of inquiries are accepted for service (i.e., whether they are included in the current definition of function), the decisions made to accept or reject applications; the nature of the service rendered; the adequacy of service rendered; the adequacy of agency resources and performance in giving service; the extent to which agency service reflects and is consistent with policy as defined by the Board; the issues or questions illustrated by case material that reveal a lack of policy or a need for clarification and re-statement of policy; the outcome for clients and agency from the service activity.

"The method would be that of presentation of case material by staff members selected by staff or requested by committee members as illustrative of casework philosophy and method or of special aspects of the work."

What is the general practice among agencies?

* * *

Editor's Reply:

This definition is consistent with the statement on the case committee, called the service committee, in the Child Welfare League's "Guide to Board Organization and Administrative Problems," as follows:

"Service Committee (formerly called Case Committee)

"This committee, no matter by what name it may be called, serves a valuable purpose in the agency through intimate discussion between board and staff about the program, and problems arising from the day-by-day services.

"The function of this committee usually is:

- (a) To formulate policies and plans for action to be recommended for board consideration;
To make decisions within the framework of established policy on situations involving special community relation-

ships, or atypical problems, and to report these decisions to the board.

- (b) To make recommendations for board action with respect to needs currently unmet within the agency which have been revealed through case discussions.

"Through this activity the committee members can become better acquainted with the functions of other agencies in the community, and with the nature of their services. They can have a special opportunity to recognize the importance of satisfactory inter-agency relationships and sound coordination of services. As a result, the committee can make recommendations to the board for appropriate action with respect to child welfare needs currently unmet in the community or with respect to community conditions adversely affecting childhood.

"Case situations should be presented with due regard to preserving the confidential nature of the client-agency relationship.

"It has been found helpful to plan the program of service committee meetings well in advance by its chairman and vice-chairman, together with the executive and/or such members of the staff as he may designate. Allowing for the need to present individual cases for special reasons, the program should be planned with some one phase of the agency program as focus.

"It is desirable that every board member serve on this committee during his term of office. It is a particularly important committee for new members as one part of their induction into agency service, but a nucleus of mature and experienced board leadership is required to help carry out the committee function. In some agencies the meetings are open to all board members with panels required to attend on a rotating basis. The attendance of a few persons not members of the board is frequently considered an excellent means of interpreting agency service to the community. Such people are selected for their particular position in the community and their capacity for creating more general public interest in the agency and also as possible candidates for new board members.

"To be most effective, the meetings of this committee should be held regularly on regularly stated days, no less frequently than about once a month. Reports to the board should be consistent with matters of special concern and the need for board action on committee recommendations."

Readers are urged to write to CHILD WELFARE describing their experiences as board or staff members of a case committee, presenting the problems they have encountered, those they have solved, and those that remain to be solved.

CONFERENCES—1953-54

Central Regional Conference

March 16, 17, 18
Hotel Deschler-Wallick
Columbus, Ohio
Chairman: Robert B. Canary
Mail address: Division of Social Administration
Department of Public Welfare
Oak Street at Ninth
Columbus 15, Ohio

Southern Regional Conference

April 16, 17, 18
Hermitage Hotel
Nashville, Tennessee
Chairman: Miss Edna Hughes
Mail address: Division of Child Welfare
State Department of Public Welfare
204 State Building
Nashville 3, Tennessee

South Pacific Regional Conference

April 26, 27, 28
Dwinelle Hall, University of California
Berkeley, California
Chairman: Clayton E. Nordstrom
Mail address: Children's Foster Care Services
2206 MacArthur Boulevard
Oakland 2, California

Northwest Regional Conference

April 30, May 1, 2
Olympic Hotel
Seattle, Washington
Chairman: Mrs. John L. Milligan
Mail address: 1535 Summit Avenue
Seattle 22, Washington

New England Regional Conference

May 18, 19
New Ocean House
Swampscott, Massachusetts
Chairman: Lawrence C. Cole
Mail address: Child Welfare Services
State Department of Social Welfare
610 Mt. Pleasant Avenue
Providence 8, Rhode Island

Southwest Regional Conference

June 10, 11, 12
Cosmopolitan Hotel
Denver, Colorado
Chairman: Rothe Hilger
Mail address: Colorado Children's Aid Society
314 14th Street
Denver 2, Colorado

Midwest Regional Conference

Early in 1954
Chicago, Illinois
Chairman: Dr. Roman L. Haremski
Mail address: Child Welfare Division
State Department of Public Welfare
628 East Adams Street
Springfield, Illinois

National Conference of Social Work

May 31-June 5
Cleveland, Ohio
League Headquarters: Hollenden Hotel
League Program Committee Chairman:
Miss Katharine J. Dunn
Children's Division
Catholic Charities of the Archdiocese of
Cincinnati
Dayton, Ohio
Subcommittee Chairmen:
West Coast: Mrs. Alice White
San Diego, California
Midwest: Leon H. Richman
Cleveland, Ohio
East Coast: John E. Dula
White Plains, New York

BOOK NOTES

TOMORROW THE HARVEST, by Viola Paradise, William Morrow & Co. New York, 1952. 316 pp. \$3.50.

In her book, *Tomorrow the Harvest*, Viola Paradise unfolds a strongly flavored story of post-Revolutionary life in Cape Elizabeth, Maine. Especially featured is the dramatic episode of the widow Sawyer and her children, put up for sale as paupers to neighbors. The taken-for-granted plan of scattering this mother and children to anyone willing to offer a roof is a central theme. Vividly portrayed is the maternal woman fighting for her children against the rigid emotions and conflicts of neighbors struggling self-righteously for separation. Clearly dramatized is the conviction that the poor are not people, and as such have no right to humane consideration. The kernel of this story is such debasement on one hand and the enlightened discovery on the other brought about in the characters of those whose lives touch that of this rugged and wise widow. Especially enlightened is Dorcas, the young "old maid" who, against the hostile cries of her neighbors and the scorn of her doubtful lover, offers her house and home to this pauper family. She is richly repaid for her warm and impulsive gesture by her own growth and especially by gaining a new capacity to enjoy life and love.

Miss Paradise has written a book which will have deep interest for all kinds of people, especially for social workers. Here one sees in a raw pioneer setting some of the characteristic attitudes still held today in regard to the poor, to the upbringing of children, and to mental illness. Here these punishing attitudes are enlivened by the well-drawn characters in the story, and by the effect on their struggle for existence of weather, poverty and religious superstition. Of special concern in the story are the children whose mature little personalities are only superficially affected by physical deprivations and by the eccentricities of the neighbors because they have securely

the love, encouragement and reliability of an intuitively wise mother.

It is interesting to speculate on the widow Sawyer and her brood today as belated applicants for Aid to Dependent Children. Social security would have spared the widow Sawyer from humiliation and from such a tenuous hold on survival. Certainly she and her children would be honored as people and their value to the nation would be acknowledged financially and socially.

Miss Paradise has given us a lively psychological story clothed in early American culture. Historically impressive, it is vivid in its portrayal of children and how they grew in 1776 and how they still grow in the present. It is lightened by a love theme throughout, and the characters in the story are molded by their strong emotions, just as they are today.

DOROTHY HUTCHINSON

*Professor of Social Work, New York School of Social Work,
New York, N. Y.*

THE TREATMENT OF THE YOUNG DELINQUENT, by J. Arthur Hoyles, The Philosophical Library. New York, 1952. 274 pp. \$4.75.

It is not surprising that the Reverend J. Arthur Hoyles, being a clergyman, should in his book, *The Treatment of the Young Delinquent*, make so fervent a plea for the need of bringing public policy in the field of dealing with young delinquents into harmony with the religious or spiritual approach as taught by the Christian church.

What is perhaps more surprising is that Mr. Hoyles has written a most interesting and convincing book, offering constructive lines of action for all students of penology and sociology regardless of their own religious affiliation. The particular credal views of the author or their application are not as important as the principle of using man's spiritual nature in his own rehabilitation.

The book evidences the author's remarkable patience in assembling the teachings of philosophers, theorists and practical penologists, many of whom are responsible for the practice of dealing with human beings as mere mechanistic products of evolutionary processes and not as human beings endowed by their Creator with reason, free will and a spiritual nature. Altogether Mr. Hoyles quotes from more than 200 books written by more than 180 authors, as well as numerous passages from 26 books of scripture. All of the quotes are cross-indexed in an appendix including both a bibliography and an index of authors.

The opening chapter is a review of the juvenile courts in Britain. Their failure to "come up to the high level expected by those responsible for their creation" seems to parallel our own American experience.

While Mr. Hoyles graciously states that in America the paradox of whether the juvenile court should be a child welfare center or a trial court has been resolved, he does not seem aware of the variety of courts and performance we have under the motley of laws, differing from state to state, as to the age of the delinquent and the definition of delinquency, nor of the widely-varying resources of our courts in the form of staff and treatment facilities. It would appear that in Britain as in America the successful adaptation of legal machinery to the needs of delinquent children depends to a large extent on the type of people who are chosen to sit on the bench, on those who supply information to the bench, on police attitudes and on public interest.

Mr. Hoyles reviews the changes that have taken place during the last hundred years in the reaction of the community to the criminal. He rejects the outmoded theories of determinists in dealing with human frailty because "A creed of absolute necessity offends against the Christian view of wholeness, for it violates the moral consciousness and fails to do justice to the supreme message of the gospel which is that the power of God can triumph over the evil of the natural man" and because "the foundations of moral life disappear when the individual is regarded as a mere automaton."

Punishment as a means of retribution or as a deterrent for the protection of society is also rejected because it ignores the worth of the individual and does not harmonize with Christian principles.

After reviewing the progress made in the more modern reformatory theory of treating the delinquent, and acknowledging the contribution of social science as expressed through probation, parole and psychotherapy, Mr. Hoyles convincingly shows that a better Christian general understanding of the individual as a member of human society can improve these services. He stresses the need of voluntary effort on the part of communities and private agencies in conducting experiments and establishing successful practices to be incorporated in the official machinery of the state, for which, with the understanding interest of the public, adequate budgets can be provided to carry them out.

Mr. Hoyles' statement, "If the church does not seize the opportunities that are offered (in providing constructive agencies for the reclamation of wayward youth), it can hardly blame the government when legislation comes short of Christian standards," should not be restricted to the church of his own denomination. It is applicable to all creeds recognizing man's divine origin and his spiritual nature.

In the final chapter, appropriately called "My Brother's Keeper," Mr. Hoyles refers to a funda-

mental principle of Christian sociology. He calls it "collectivism," signifying:

"Man's corporate as well as individual significance. In recognition of human solidarity mankind must be conceived as a unity as well as a collection of individuals. A moral failure of an individual is the moral failure of the whole community.

"The collectivism that is recognized by the Christian sociologist, however, is modified by a recognition of the responsibility of the individual. The idea that man exists for the state, and not in his own right and that his interests can be sacrificed for the good of the whole, is intolerable to a follower of Jesus Christ. It is never permissible to treat even a child as a means to an end. The individual is not to be lost sight of in the crowd. An adequate view of mankind seeks to reconcile the needs of both the individual and the community. Collectivism and individualism must go hand in hand."

Mr. Hoyles then proceeds in his convincing way to prove the reasonableness of this approach, and its likely success.

VICTOR B. WYLEGALA

Judge, Erie County Children's Court, Buffalo, N. Y.

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